

### **3.9 CULTURAL RESOURCES**

The ROI for cultural resources consists of McGregor Range, New Mexico. Cultural resources on McGregor Range include pueblos, numerous lithic and ceramic scatters, human burials, rock art, rockshelters, historic Native American sites, ranch and homestead structures, and military sites.

#### **3.9.1 Definition of the Resource**

Cultural resources are prehistoric or historic districts, landscapes, sites, buildings, structures, objects, artifacts, and other evidence of human use. These resources can be grouped into four major categories: archaeological resources, architectural resources, historic landscapes, and traditional cultural resources.

Prehistoric and historic archaeological resources are locations where human activity measurably altered the earth or left deposits of physical remains (e.g., stone tools, bottles). To archaeologists, prehistoric archaeological resources pre-date the beginning of written records. In the Tularosa Basin and nearby areas, prehistoric resources are all Native American and range from isolated stone tools to pueblo sites. Historic resources are defined as those formed after the beginning of written records. Historic archaeological resources on McGregor Range include the remains of homesteads, ranches, a town site, farms, campsites, roads, fences, trails, dumps, and other features.

Architectural resources include standing buildings, dams, canals, bridges, and other structures of historic, aesthetic, or scientific significance. In the McGregor Range area, architectural resources can include historic ranch and homestead structures, as well as World War II and Cold War-era military facilities, buildings, and structures.

A historic landscape is a geographic area that includes related cultural and natural features and the spatial relationships among those features. Historic landscapes are generally 50 years or more in age and can include military installations with associated operations areas, as well as ranching landscapes, farming landscapes, industrial landscapes, and traditional landscapes. Historic vernacular landscapes are those modified by human activity to reflect traditions, customs, or values in the everyday lives of people. Ethnographic or traditional landscapes contain natural and cultural resources that a Native American tribe or other group defines as traditional cultural resources (e.g., settlements, religious sites, or geological features).

Historic landscapes often form layers representing changes in how people used the land. A historic military landscape (including training areas, buildings, targets, and roads), for example, could overlay an earlier historic ranching landscape (including buildings, fences, grazing land, and stock ponds), each forming a distinctive layer of history on the land. More recent historic landscape layers often affect earlier layers, sometimes using the same resources (e.g., water, open land) or features constructed during earlier periods (e.g., roads).

Traditional cultural resources are cultural resources associated with practices and beliefs of a living community that are rooted in its history, and are important in maintaining the continuing cultural identity of the community (Parker and King 1992; Parker 1993). In the McGregor Range area in southern New Mexico, these are usually associated with Native American groups, although other groups may also have a basis for defining traditional cultural resources. Native American traditional resources may include archaeological sites; locations of significant events; sacred areas; traditional sources of raw materials; and traditional hunting or gathering areas, each of which Native Americans may consider essential for the preservation of their culture. The Mescalero Apache have been identified as having traditional lands on McGregor Range. Although the Tigua Claim of 1822 extended into TA 8 on McGregor Range, the most recent Tigua Claim does not extend into other areas of Fort Bliss. Two other modern tribes, the

Comanche and Kiowa, have been identified as possible occasional visitors to the area in the past. Both have been long absent from the region and neither group has identified traditional cultural resources on McGregor Range. The Army plans to conduct a survey of traditional cultural resources in the area during 1998 and 1999.

### **3.9.2 Cultural Resource Management on McGregor Range**

Fort Bliss shares use of portions of McGregor Range with two other agencies; the BLM, and the USFS, Lincoln National Forest. A 1990 MOU with the BLM regarding the McGregor Range withdrawal specifies that the proponent of an undertaking, whether the BLM or Fort Bliss, is responsible for permitting and oversight of cultural resource investigations performed as part of compliance with Section 106 of the NHPA. The MOU further stipulates that both the BLM and Fort Bliss will consult on undertakings involving cultural resources on McGregor Range; they will share information on completed projects; and, that the agencies will annually coordinate future projects.

The co-use lands shared with the USFS are in the Sacramento Mountains foothills on the northern part of McGregor Range. A 1974 MOU between Fort Bliss and the USFS specifies that the USFS is responsible for administering all archaeological and paleontological activities in the co-use lands.

### **3.9.3 Cultural Resources on McGregor Range**

Since the 1920s, there have been hundreds of cultural resource studies on Fort Bliss and in the El Paso area. Investigators have identified more than 15,000 cultural resources on all Fort Bliss lands. The majority of the recent cultural resource surveys at Fort Bliss were undertaken either to provide baseline management information (under Section 110 of the NHPA), or to assess the effects of specific undertakings on cultural resources (under Section 106 of the NHPA).

Approximately 30 percent of the 698,482 acres comprising McGregor Range have been surveyed for cultural resources. Investigators have identified more than 3,000 cultural resources on the range, the vast majority of which are prehistoric archaeological sites. Of these, 48 sites with prehistoric components, and 54 sites with historic components have been determined eligible for nomination to the NRHP. Some sites contain both prehistoric and historic components. The majority of the remaining known cultural resources have been determined either not eligible for the NRHP or require further testing. Evaluation for eligibility is not complete for more than 3,000 sites.

Cultural resources on McGregor Range are diverse and include scatters of Paleo-Indian; Archaic and Formative materials; rockshelters; rock art sites; historic ranching sites; historic Native American sites; the town site of Turquoise; several of Oliver Lee's pipelines; two reservoirs; railroad sites (U.S. Army, 1997n); and military sites, including Cold War era Nike test sites. Five pueblos have been identified on McGregor Range. Taking into account recent surveys, known site densities, and topography, there could be as many as 6,000 archaeological sites on McGregor Range, and numerous architectural resources. Although no traditional cultural resources have been identified, they have the potential to occur. Table 3.9-1 summarizes known and projected resources on McGregor Range, by resource type and NRHP eligibility.

#### **3.9.3.1 Prehistoric Archaeological Resources**

Information provided by Fort Bliss, and supplemented with a search of the National Park Services listing of NRHP properties for Otero County, New Mexico, identified one NHRP-listed property on McGregor Range: Escondido Pueblo Ruin. As of July 1998, the Fort Bliss cultural resource database contained

**McGregor Range Land Withdrawal  
Legislative Environmental Impact Statement**

---

**Table 3.9-1. Cultural Resources on McGregor Range**

<i>Resource</i>	<i>Known Cultural Resources*</i>
<i>Total Prehistoric Archaeological Sites</i>	<i>3,480</i>
Eligible	48
Not Eligible	58
Evaluation not complete	3,374
<i>Total Historic Archaeological Sites</i>	<i>199</i>
Eligible	46
Not Eligible	131
Evaluation not complete	22
<i>Total Architectural Resources**</i>	<i>224</i>

\* Data compiled from Fort Bliss cultural resources database as of July 1998.

\*\* Includes Cold War and historic structures.

records of 3,480 prehistoric sites on McGregor Range. Forty-eight of these are considered eligible for the NRHP; 58 are not eligible; and evaluation is not complete for the remainder. The prehistoric sites on McGregor Range include several that have not been formally evaluated for NHRP eligibility but are considered by archaeologists to be important. These include, among others, Pendejo and Pintada rockshelters and McGregor pueblo. Fort Bliss has initiated work to develop formal National Register nominations for these and other significant prehistoric sites on McGregor Range.

#### 3.9.3.2 Historic Archaeological Resources

As of July 1998, the Fort Bliss cultural resource database contained records of 199 historic archaeological sites (including mining and ranching features) on McGregor Range. Forty-six of these have been evaluated as eligible for the NRHP; 131 are considered not eligible; and evaluations are not yet complete for 21.

#### 3.9.3.3 Historic Architectural Resources

Historic architectural resources on McGregor Range include ranching and homestead structures and Cold War-era military structures. Fort Bliss records identify 21 historic architectural resources (ranching and homesteading) for which Historic American Building Survey (HABS)/Historic American Engineering Record (HAER) documentation has been conducted. More than 200 Cold War-era buildings have been identified. These include:

- Firebee-Towbee Launch Site consisting of eight structures built in 1966;
- Radio-controlled Aerial Target (RCAT) Launch Site consisting of seven structures built in the late 1950s and early 1960s;
- Red-headed/Roadrunner Facility consisting of ten structures built in 1966;
- McGregor Range Camp consisting of about 150 structures built in the late 1950s to the mid-1960s;

- Meyer Small Arms Range consisting of 28 structures built in the early to mid-1960s.

#### 3.9.3.4 Traditional Cultural Properties (TCPs)

Detailed information on traditional beliefs, values, customs, sacred sites, and use areas is often not available, as Native Americans are reluctant to share such information with outsiders. However, the NHPA and EO 13007 require consideration of Native American concerns in the management of cultural resources. Fort Bliss has therefore consulted with, and will continue to consult with, Native American groups with traditional ties to the area.

Since being contacted by Fort Bliss regarding their concerns (Bowman, 1997), the Tigua have not identified any specific areas on the installation as sacred. The present Tigua Claim area does not extend into Fort Bliss. Any potential concerns would most likely relate to cultural resources on the southern part of the installation because of its proximity to their reservation in El Paso.

The entire area surrounding Fort Bliss falls within the traditional territory of the Mescalero Apache. Carmichael (1994) provides an overview of Mescalero Apache sacred features in the region. Generally, several types of topographic features have spiritual significance, including caves, springs, and certain mountain peaks. To a lesser extent, resource areas containing specific botanical and geological materials used in ceremonies are also considered important by the Mescalero. Consultation efforts related to other undertakings in the region have indicated that the Mescalero have concerns about resources on Fort Bliss.

As part of its responsibilities under the NAGPRA, Fort Bliss has completed an initial inventory of all cultural remains found previously on Fort Bliss lands, including McGregor Range, that contain human remains or artifacts associated with these remains (U.S. Army, 1995e). A search of the site records and cultural materials collections housed at Fort Bliss and other facilities indicated that there are three recorded sites on McGregor Range that have or had either human remains or suspected human remains. In some cases, the human remains had been removed. As required by the NAGPRA, federally recognized tribal groups with historic ties to the area (the Mescalero Apache, Comanche, Kiowa, and Tigua) were notified by letter of the materials and asked for their comments. Fort Bliss is currently in consultation with the Tigua (Marshall, 1998). None of the inventories conducted to date have identified Piro-Manso-Tiwa human remains or associated funerary objects.

#### 3.9.4 Evaluation of the Resources

Under federal law, impacts to cultural resources may be considered by agencies to be adverse if the resources have been determined to be significant. Significant resources are generally those that are eligible for inclusion in the NRHP under 36 CFR Part 60.4, *NRHP Criteria for Evaluation*; or, that are important to Native American or other traditional groups as outlined in EO 13007 and amendments to the NHPA. A cultural resource that has been determined eligible for inclusion in the NRHP is called a historic property. A historic property must usually be more than 50 years old, although exceptions can occur (Sherfy and Luce, n.d.). For example, more recent cultural resources on a military base may be considered significant if they are of exceptional importance in understanding the Cold War (1946 to 1989).

To be considered eligible for inclusion in the NRHP, prehistoric and historic archaeological resources, architectural resources, historic landscapes, and traditional cultural resources must meet one or more of the criteria outlined in 36 CFR Part 60.4. Significant resources are those:

- a. that are associated with events that have made a significant contribution to the broad patterns of our history; or

- b. that are associated with lives of persons significant in our past; or
- c. that embody the distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic values; or represent a significant and distinguishable entity whose components may lack individual distinction; or,
- d. that have yielded, or may be likely to yield, information important in prehistory or history.

To be listed in or determined eligible for listing in the NRHP, a cultural resource must meet at least one of the above criteria and must also possess integrity. Integrity is defined as the authenticity of a resource's historic identity, as evidenced by the survival of physical characteristics that existed during the resource's historic or prehistoric occupation or use. The NRHP recognizes seven aspects or qualities that, in various combinations, define integrity: location, design, setting, materials, workmanship, feeling, and association. Integrity of location means that the cultural resource has not been moved. Integrity of design, materials, and workmanship means that the resource's original building materials, plan, shape, and design elements remain intact. Integrity of setting means that the surrounding landscape remains largely as it was during the resource's period of significance. Integrity of feeling and association means that the resource retains a link to an earlier time and place and is able to evoke that era.

Cultural resources are first identified through field surveys and inventories that provide a description of the resource and recommendations for its eligibility to the NRHP. Fort Bliss reviews eligibility recommendations and determines the resource's eligibility. These determinations are reviewed by the State Historic Preservation Office(r) (SHPO), who can either concur or not concur with the determinations. Disagreements are resolved by the final decision maker, the Keeper of the National Register. The NHPA and 36 CFR Part 60.4 provide detailed guidance on this process. In addition to the procedures discussed above, evaluation of prehistoric archaeological resources, traditional cultural resources, and historic landscapes is explained in more detail below.

#### 3.9.4.1 Evaluation of Prehistoric Archaeological Sites

As part of its continuing cultural resource management efforts, Fort Bliss issued *Significance Standards for Prehistoric Archaeological Sites at Fort Bliss* (Abbott et al., 1996). This document presents one method of quantitatively evaluating the integrity and significance of a site or group of similar sites. It provides a basis for more consistent evaluations of NRHP eligibility based on explicit local research domains and data needs. Similar standards are not available for historic archaeological sites. The seven research domains for prehistoric cultural resources are:

Chronometrics. Chronometric data, such as radiocarbon dates, are used to determine the age of sites and to understand changes in settlement, subsistence, and other aspects of prehistoric human behavior.

Geoarchaeology. Geoarchaeology at Fort Bliss involves five processes (aeolian, alluvial fan, arid lacustrine, slope formation, and soils) that affect how people used the environment and how archaeological sites are formed.

Paleoclimate. This research domain is concerned with how the environment in southern New Mexico and west Texas changed through time.

Technology. The technology research domain is concerned with how prehistoric tools were made, used, and discarded.

**McGregor Range Land Withdrawal  
Legislative Environmental Impact Statement**

---

Settlement Systems. The study of settlement systems is concerned with where people lived and how mobile they were.

Subsistence. This domain is concerned with how people obtained and processed plants and animals for food.

Cultural Interaction. This domain asks how prehistoric people in the Fort Bliss area interacted with people in neighboring areas.

#### 3.9.4.2 Native American Consultation and Evaluation of TCPs

For this LEIS, TCPs are defined as traditional cultural resources that are eligible for inclusion in the NRHP. Legislatively, TCPs were recognized in the 1992 amendments to the NHPA. These amendments grew out of passage of the AIRFA and the NAGPRA.

Evaluation of a TCP's significance uses the standard NRHP evaluation criteria, with several key conditions. These are: (1) the property must have been important to maintaining traditions for at least 50 years; (2) the property must be described and its significance documented; and (3) the property must have a boundary (Parker and King, 1992; Parker, 1993). Although some traditional cultural resources may not fulfill the criteria for significance under 36 CFR 60.4, they may still be of significance to Native American groups. For example, under EO 13007 there is no requirement that a sacred site be over 50 years old.

Consultation with interested tribal groups is required as part of any action that might affect TCPs, sacred sites, or access to certain areas. The *April 29, 1994 Memorandum on Government-to-Government Relations with Native American Tribal Governments*, issued by the President, requires the development of effective day-to-day working relationships with sovereign tribal governments. The memorandum stipulates that:

- The head of each executive department and agency shall be responsible for ensuring that the department or agency operates within a government-to-government relationship with federally recognized tribal governments.
- Each executive department and agency shall consult, to the greatest extent practicable and to the extent permitted by law, with tribal governments prior to taking actions that affect federally recognized tribal governments. All such consultations are to be open and candid, so that all interested parties may evaluate for themselves the potential impact of relevant proposals.
- Each executive department and agency shall assess the impact of federal government plans, projects, programs, and activities on tribal trust resources and assure that tribal government rights and concerns are considered during their development of such plans, projects, and activities.
- Each executive department and agency shall take appropriate steps to remove any procedural impediments to working directly and effectively with tribal governments on activities that affect the trust property and/or government rights of the tribes.

Several laws and regulations address the requirement of federal agencies to notify or consult with Native American groups, or otherwise consider their interests when planning and implementing federal undertakings. Legal mandates requiring consideration of Native American interests include:

**McGregor Range Land Withdrawal  
Legislative Environmental Impact Statement**

---

- **NHPA of 1966.** The NHPA requires agencies to consult with Native American tribes if a proposed federal action may affect properties to which they attach religious and cultural significance.
- **AIRFA of 1978.** AIRFA sets the policy of the U.S. to “protect and preserve for Native Americans their inherent right of freedom to believe, express, and exercise the traditional religions of the American Indian . . . including but not limited to access to sites, use and possession of sacred objects, and the freedom to worship through ceremonies and traditional rites.”
- **ARPA of 1979.** ARPA requires issuance of a permit to conduct archaeological excavation or collection on federal land. ARPA states, “If a permit issued under this section may result in harm to, or destruction of, any religious or cultural site, as determined by the federal land manager, before issuing such permit, the federal land manager shall notify any Indian tribe which may consider the site as having religious or cultural importance.”
- **NAGPRA of 1990.** Among other things, NAGPRA requires federal agencies to consult with tribes concerning the discovery and disposition of Native American human remains and certain types of cultural items on federal land.
- **EO 13007, Indian Sacred Sites.** EO 13007, issued on May 24, 1996, requires that in managing federal lands, agencies must accommodate access and ceremonial use of sacred sites and must avoid adversely affecting the physical integrity of these sites.
- **Department of Defense American Indian and Alaska Native Policy, October 20, 1998.** This policy supports tribal self-governance and government-to-government relations between the federal government and tribes.

#### 3.9.4.3 Evaluation of Historic Landscapes

Like other cultural resources, historic landscapes are evaluated for significance using NRHP criteria. On McGregor Range, there is the potential for the presence of two types of historic landscapes – rural historic landscapes and historic military landscapes. All layers of a landscape can be important historically. Their importance depends on the historical context within which they were constructed and on the integrity retained by the individual landscape layer.

Rural Landscapes. A rural historic landscape may qualify for listing on the NRHP as a historic site or district. It is defined as a “geographical area that historically has been used by people, or shaped or modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage, or continuity of areas of land use, vegetation, building and structures, roads and waterways, and natural features” (McLelland and Keller, 1995).

Rural landscapes are not usually professionally designed. Rather, they are the result of activities associated with farming, ranching, industry, transportation, migration, or conservation of resources. A rural area may contain one or more rural historic landscapes as well as other historically significant properties.

Rural historic landscapes are identified through the tangible evidence they contain of the activities of the people who used the land. The physical evidence for rural historical processes includes transportation networks (e.g., stock trails, roads, railroads), boundary demarcations (e.g., fences, irrigation ditches, roads), vegetation related to land use (e.g., introduced plants), buildings, structures and objects, clusters (e.g., groupings of buildings, fences, or other features), archaeological sites, and small-scale elements (e.g., cattle gates, abandoned machinery) (McLelland and Keller, 1995).

The Oliver Lee Circle Cross Ranch is potentially eligible for inclusion in the NRHP. The BLM administers a large portion of the former ranch, some of which was withdrawn to the Army in 1957, for the formation of McGregor Range. The BLM has proposed an undertaking to rebuild selected range improvements on the Otero Mesa portion of McGregor Range. Past Fort Bliss and BLM projects have located and recorded historic range improvement features on McGregor Range, such as fences and pipelines, as historic sites. New Mexico SHPO NRHP eligibility concurrence determinations generally were not made for features such as fences, without a demonstration that they could be related to a larger historical context (BLM, 1997b). BLM recently completed a rural historic landscape National Register evaluation for a landscape based on Oliver Lee's historic sphere of influence (Hart, 1997). The potential boundary of the historic landscape encompasses McGregor Range.

Vegetation and land use history are important in evaluating the integrity of agricultural landscapes. Introducing irrigation, for example, may affect integrity of design in a rural landscape if there is a shift from cattle grazing to planting of fruit trees. Other changes that may reduce the integrity of a landscape include widening and resurfacing roads; changing land use and management; introducing new land uses like recreational areas, landfills, or utilities; abandoning historic buildings; replacing or altering bridges, barns, and other features; and removing fences and other boundary markers.

**Military Landscapes.** A historic military landscape reflects the traditions and history of military activity in an area as it is expressed in the relationships among the buildings, structures, and grounds of an installation. A military landscape is typically associated with historically important persons or events; or is an important indicator of the broad patterns of history; or represents a significant example of design or construction (Loechl et al., n.d.).

Military landscapes are identified by the evidence they provide of: military mission in the siting and layout of installations and facilities; military cultural values in building placement and landscape design; a high degree of similarity of structure design within and among installations; restricted access; and, clearly defined borders (Loechl et al., n.d.). Military landscapes undergo regular change as the military mission changes.

Land use history and setting are used to evaluate the integrity of a military landscape. Integrity can be affected by the relocation of buildings or roads; changes in landscape design; and the loss of important topographic features, vegetation, spatial relationships, original materials, or workmanship.